

THE RELATION OF SHELTERED WORKSHOPS TO THE
FEDERAL -- STATES REHABILITATION PROGRAM.

John Aubel Kratz

4/17/72

K



**M.C. MIGEL LIBRARY
AMERICAN PRINTING
HOUSE FOR THE BLIND**

Rehabilitation Review
v. ~~XI~~ Nos. 11-12.
Nov. Dec. 1937.

21
H/1711

K

copy 2.1

THE RELATION OF SHELTERED WORKSHOPS TO THE FEDERAL — STATES REHABILITATION PROGRAM

JOHN AUBEL KRATZ, Chief

Vocational Rehabilitation, U. S. Office of Education
Washington, D. C.

THE Federal-States program of vocational rehabilitation of the physically disabled was established under an Act of Congress, approved June 2, 1920. This Act was originally known as the "Industrial Rehabilitation Act". It has for its purpose the preparation of disabled persons for and their placement in remunerative employment. Eligibility for its benefits is not limited to persons injured in industry, for persons who become disabled through public or home accidents, disease, or congenital causes may also be served under the provisions of the Act.

By interpretation and practice the governmental rehabilitation agencies have always construed the term "remunerative employment" as covering the usual occupations in the fields of commerce and industry by which people generally earn their livelihood. Thus the rehabilitation service in the States, while not restricted to victims of industrial accidents, is, however, limited in its scope to persons who can be established or reestablished in employment as it is available to physically normal persons.

In order to lay a foundation upon which to develop a discussion of the topic assigned me, I have made a rough classification of the physically disabled into three major groups. In the first

group I place all disabled persons with severe physical handicaps necessitating confinement to their homes or to institutions established for their care. These are the types of persons who will never be physically able to enter normal employment or employment under sheltered conditions.

In the second group I place these disabled persons who, through some process of rehabilitation as carried on by the State departments, can be established in normal remunerative employment. These are the persons who are able for the most part, after rehabilitation is accomplished, to maintain themselves without assistance or favor.

In my third classification will be found those disabled persons who can be made partially self-supporting, or completely so in some cases through the medium of some type of sheltered activity.

With respect to my first group neither State rehabilitation departments nor sheltered workshops have any responsibility except possibly referral to other agencies. We are, however, concerned with the remaining two groups for which, as I am about to show, both rehabilitation departments and special workshops have either a joint or independent responsibility.

Before proceeding to a discussion of the interrelation of rehabilitation departments and sheltered workshops, I request permission to make a brief analysis of the procedures followed by the established public rehabilitation agencies. These rehabilitation agencies do not establish schools, shops, or institutions of any character. They maintain no plant whatsoever. They simply put into the field a staff of case workers who exercise the following functions. First, location of disabled persons; second, diagnosis of their physical and vocational status and capacity; third, determination of their possibilities for vocational adjustment; fourth, vocational advisement regarding occupational possibilities; fifth, organization of specific programs of preparation for employment; and sixth, placement in employment.

For several reasons which need not be developed here, State rehabilitation departments must so function as to render an effective service to a maximum number of persons. By and large the rehabilitation of the individual must be effected on an intensive rather than an extensive basis. To put the matter in another way—due to economic pressure upon the individuals concerned, rehabilitation workers must devise for their clients rehabilitation programs which will return them to remunerative employment as expeditiously as possible.

Frequently rehabilitation of the individual is accomplished through some form of vocational adjustment which does not involve formal training. In about 60 per cent of our cases, rehabilitation can not be accomplished until the client has been trained for some specific occupation. In the majority of cases such training programs do not extend beyond a period of eight or nine months. While it is true that a few cases are provided with professional or technical training extending over several years' duration, such cases are the exception rather than the rule.

Obviously in a program of this character there is no place for a service involving extensive periods of physical restoration and therapeutic measures. The State rehabilitation services have neither the funds nor the facilities for engaging in this type of work. I do not mean to give the impression that rehabilitation departments in the States are not concerned with physical restoration, but I do maintain that they must for the greater part leave such measures to other agencies organized to carry them out.

Since the beginning rehabilitation workers have been cognizant of the fact that the services they maintain have not been reaching a group of disabled persons whose rehabilitation, either in whole or in part, must be effected through the sheltered workshop process. The question has frequently arisen whether State rehabilitation services should assume such responsibility and function or leave them to private initiative. I am confident that leaders in the rehabilitation movement are not as yet in a position to determine whether they should make any effort to

enter the field of sheltered employment for the disabled. It is the feeling of many of us that with the development of more specialized methods in industry, increasing competition in securing employment will make for a situation wherein a large proportion of the disabled, if they are to be rehabilitated at all, will have to be employed under sheltered conditions.

It may appear that I have consumed too much of my time in leading up to the discussion of the subject with which we are concerned. However I believe that these introductory remarks are essential to a complete understanding of my philosophy with respect to workshops and rehabilitation.

I now proceed to discuss some of the fundamental factors which are involved in the maintenance of sheltered workshops. I believe there would be no disagreement with the following analysis. In order to maintain a successful sheltered workshop, provision must be made for a physical plant. Second, provision must be made for employment of instructors and supervisors to operate both the training and employment phases of the program. Provision must, in the third place, be made for sound business management involving not only the securing of work for the beneficiaries of the shop, but also for the marketing of their product. Finally, inasmuch as experience has demonstrated that sheltered workshops can not be maintained on a completely self-supporting basis, a financial subsidy must be available for their successful operation.

I have stated that rehabilitation departments are not in a position to undertake the operation of workshops, and that it is questionable whether they should do so.

On the other hand, if the problem of that group of disabled with which we are now concerned is to be met, some cooperative arrangement must be effected by which the rehabilitation services can work with sheltered workshops, particularly with those cases which through the workshop process have the possibility of being made capable of entering regular lines of employment. Let us at this point, therefore, consider those

services which the workshop may render in relation to the vocational rehabilitation of the disabled.

I believe that one of the most important contributions to rehabilitation which the sheltered workshops may make is that of providing exploratory measures in determining not only the physical but also the vocational capacities of the individual. Frequently such a service must extend over a long period of time and involve tryouts in a number of types of work. It also requires patient treatment and a hopeful attitude calling for continuous intimate relationship between the disabled person and his instructor or supervisor. I am advised by those who have successfully operated various types of workshops that in many cases long periods of time are required to develop physical aptitudes and skills. In this connection, it often happens that the most unpromising cases when first taken into the workshop develop work capacities to a surprising degree. Thus the workshop maintains an attitude in decided contrast to that of the average employer who feels that he can not afford to extend the breaking-in process of an individual worker beyond the average reasonable time required. Many a worker who is not disabled when he launches into industry fails to secure continuous employment because of his inability to make rapid adjustment to the situation he meets. Here the workshop may be of inestimable service to the handicapped.

In the next place, the sheltered workshop functions to restore or develop the morale of the injured person. Again this is a service which frequently requires patient treatment and an extended period of supervision. There is nothing better than work of a constructive character to reestablish the shattered morale of a worker. When he comes to a realization that he is again able to engage in work which has value to his employer, his rehabilitation is, in most cases, assured. Without the reestablishment of morale, rehabilitation is impossible. The workshop frequently is the ideal situation in which lost morale of the disabled worker may be restored.

Many of the disabled persons who come to the sheltered workshop have had little or no experience in industry. In consequence, they do not possess proper work attitudes. They do not understand the importance of proper relations between employer and employee. The importance of promptness, punctuality, conscientiousness, and loyalty must be inculcated in the worker who is ultimately to take his place in the work-a-day world. The workshop, through its supervisors and trainers, is in a strategic position to develop in its clients such attitudes towards work as will make for success in the employer-employee relationship.

Another factor of high importance to which allusion has already been made, is that of physical therapy. Needed therapeutic measures can be applied in the workshop which will go far to fit the disabled person for the types of muscular activity which are necessary to the successful pursuit of many tasks in the field of employment.

One of the first objectives in the operation of a sheltered workshop is to bring its clients as rapidly as possible to an ability to carry on remunerative work. At first the productive earnings may be limited, but as time goes on and skill is developed, earning capacity is increased, and in a number of cases it reaches the point where the learner is in a position to take employment in industry. The psychological effect upon the client of the ability to contribute even in part to his own self-support should not be discounted. In this situation there is an appeal to the competitive instinct. There is an appeal also to the desire shared by most individuals to become independent and to earn their own way. Here again the workshop has facilities for encouraging those attitudes of mind and spirit toward work which are the sine qua non of success in economic life.

Finally, the workshop provides an opportunity for employment for the person who must remain permanently under its supervision and direction. Here we deal with types of persons who will never be able to take their places in the work-a-day

world, but who nevertheless desire to make a contribution to their own support. They have the will but not the capacity to become completely independent. It does not come within the bounds of this paper to discuss the philosophy of the workshop and its place in our social and economic order. The fact remains, however, that unless workshops are continued, many persons who would otherwise remain wholly dependent may be prepared to contribute to their own support.

In conclusion, may I set up a few factors which should govern the maintenance of good cooperative relations between workshops and rehabilitation departments. I have indicated that through the activities of the shop even over long periods of time a not inconsiderable proportion of its clients may be developed to the point where they can and should be referred to the rehabilitation service for specific training and placement. In such cases the shop will have demonstrated the employability of the individual, but the specific type of employment and the preparation for such employment will become the responsibility of the State rehabilitation department. It becomes desirable and important, therefore, that such cooperative relations be established between the two agencies as will make for prompt referral of cases from the workshop to the rehabilitation service. This means in addition there should be frequent or periodic consultations between the staffs of the two agencies to discuss the future treatment of individual cases.

In the next place there must be a complete understanding between the two agencies as to their respective functions and responsibilities. Thus, there will be an interchange of experience and service and a referral by the rehabilitation department of cases which should have workshop treatment prior to receiving rehabilitation treatment.

Address presented at the Fourth Metropolitan Conference on Employment and Guidance, Welfare Council of New York City, November 21, 1936.

TOUCH TYPEWRITING WITH ONE HAND

IVY L. RADY

Cedar Rapids Business College,
Cedar Rapids, Iowa

DURING my experience as teacher of typewriting I have had students of many types, of differing physical and mental makeup, of varying degrees of ambitions, indifference, courage, and decision. I have had students who relaxed naturally both physically and mentally, students who were insistently tense in mind and body; students minus a finger, a thumb, or with some minor deformity of the hand; students with long slender fingers, short stubby fingers, nimble fingers, stiff awkward fingers, light hands, heavy hands, tall students, short students; students with long arms, and students with short arms. Remedies for whatever difficulties that were encountered incident to these varying conditions were available or quite readily found, and the difficulties disappeared.

But it had not fallen to my lot to devise ways, means, and methods for teaching touch typewriting to a one-handed student until I was asked to take Mary Ranney into my class. Mary has a good right hand, but the left is wholly lacking. My first thought was that it would be quite impossible, but the proposition interested me and upon second thought I felt that it could be done and was willing to try. It meant that an entirely new method would have to be devised with no foundation, precedent or experience upon which to work. So far as I know it

PAMPHLET BINDERS

This is No. 1527

also carried in stock in the following sizes

	HIGH		WIDE	THICKNESS		HIGH		WIDE	THICKNESS	
1523	9	inches	7	inches	$\frac{1}{2}$ inch	1527	10 $\frac{1}{2}$	inches	7 $\frac{3}{8}$ inches	$\frac{1}{2}$ inch
1524	10	"	7	"	"	1528	11	"	8	"
1525	9	"	6	"	"	1529	12	"	10	"
1526	9 $\frac{3}{4}$	"	7 $\frac{1}{8}$	"	"	1530	12	"	9 $\frac{1}{8}$	"

Other sizes made to order.

MANUFACTURED BY

LIBRARY BUREAU

Division of REMINGTON RAND INC.

Library supplies of all kinds

